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ABSTRACT

This Arkansas State Annual Evaluation Report on programs, projects, services, and activities funded in whole or in part under Title I of the 1965 Elementary Secondary Education Act for Fiscal Year 1973 is organized into four parts. Part One, "Basic Statistics" includes sub-sections focusing on the following topics: Local educational agencies and participation, schools and participation, projects and participation, instructional activities and participation, pupil support services and participation, and, local educational agency staff employment and training. Part Two, "Program Effectiveness" includes sub-sections discussing problems of measurement, selected test data, and, evaluation of summer programs. Part Three, "Program Costs" is organized into four sub-sections focusing on the allocation of Title I monies, costs of instructional activities, cost of pupil support services, and, cost effectiveness respectively. Part Four discusses "State Program Management" Also included are 13 tables, 9 graphs, 5 figures, and summaries of the following: total number of local educational agencies in state, total local educational agencies participating in Title I, total number of schools operated and enrollment, total Title I schools and participation, number of projects operated by amount of expenditure, and, participation in cooperative projects. (JM)

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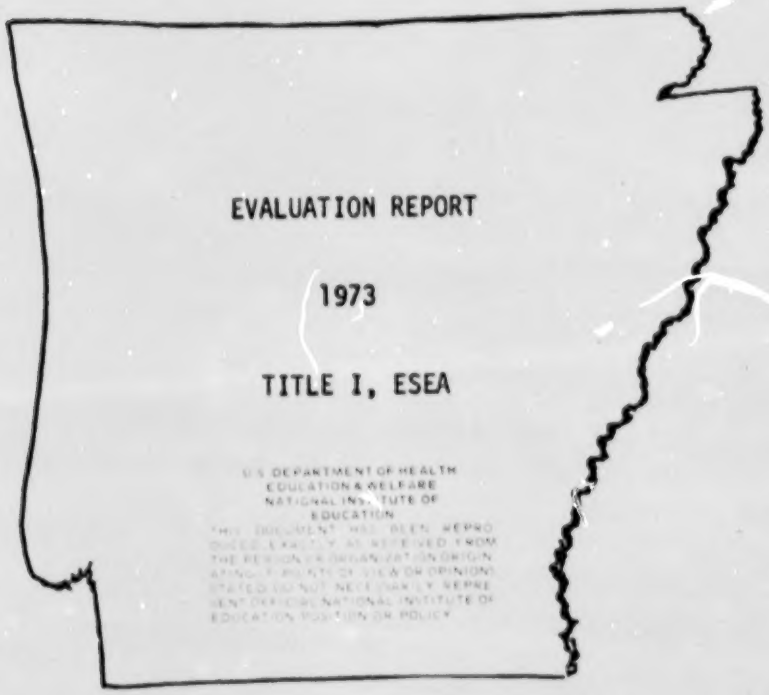
ARKANSAS

DEPARTMENT OF EDUCATION

A. W. Ford, Director

B. G. Williams
Associate Director for Federal Programs



EVALUATION REPORT

1973

TITLE I, ESEA

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PREPARED BY TITLE I, ESEA, PROGRAM OFFICE STAFF

C. E. Morris, Coordinator

Assembled by: Bob Kerr, Area Supervisor

Specialties by: Patsy Hammond, Pat Mathis, Joyce Benning, Jeane Burks, and Donna Wood

UD 014986

To develop and carry-out statewide management tasks directed toward assisting all local school districts and eligible state institutions in providing compensatory education programs for disadvantaged children. (This program is known as Title I, ESEA.)

from: Arkansas A.O.P. Department of Education

FORWARD

Title I of the Elementary and Secondary Education Act of 1965, as amended, has as its stated purpose to provide assistance to local educational agencies for meeting the special educational needs of educationally deprived children in areas with concentrations of children from low-income families.

Regulations for Title I, ESEA, requires each state educational agency to make an annual evaluation report on the effectiveness of Title I programs under its jurisdiction. A purpose for this report is to meet the legal requirement; but what is more important, it provides the SEA with a comprehensive view of its total state program such that decisions can be made for the use of SEA resources to support and emphasize the strengths and attack the weaknesses reflected by the data. We hope this report meets the original purpose. We know that it has provided us with decision-making information.

As we worked with data compiled from the local evaluation reports and other sources, we were very disappointed with parts of the program and very pleased with others. To some extent our reactions are expressed in this report as decisions for change.

There are important areas, perhaps vitally affecting the success or failure of Title I programs, which are not addressed. We are aware of our strengths and weaknesses in these, but we chose to limit the report to those components which are more readily evaluated with the kinds of hard data available to us.

C. Morris

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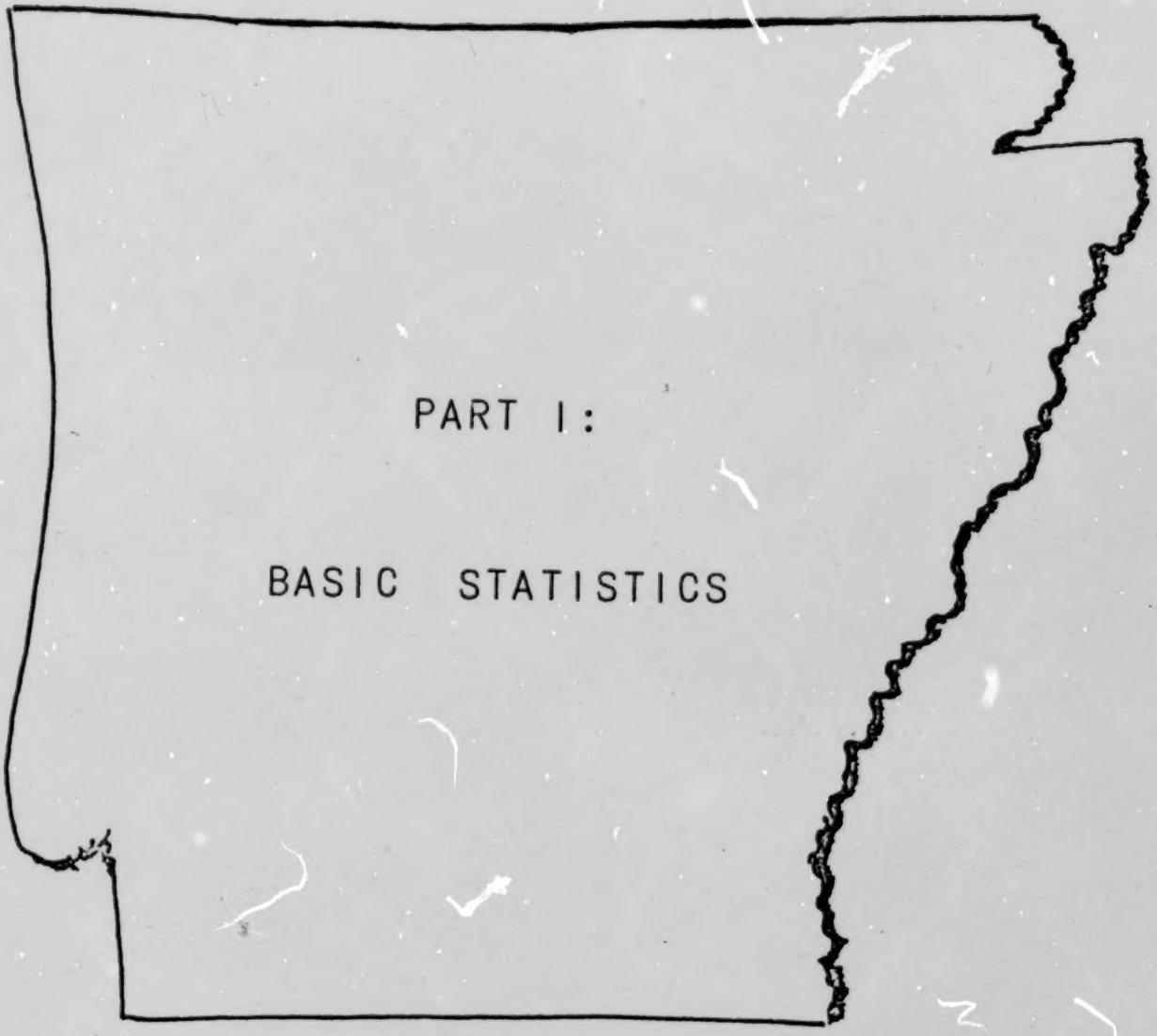


PART I:

BASIC STATISTICS

PART I. BASIC STATISTICS

The data in this part of the report is compiled directly from the Annual Evaluation Reports required of all LEAs. Two sample copies of such reports accompany this report under separate binding. One of these is from among the largest projects in the State in terms of allotment and the other is from among the median range of LEA allocations. These basic statistics point out several important features which are relevant considerations in planning and administering the Title I programs in Arkansas. Districts are relatively small. More than 30% of the school age population state-wide is in families below the poverty level as measured by the $2,000 annual income of the 1960 census and by the Orshansky Index factor of the 1970 census. According to the 1960 census the highest incidence of poverty is in a county in the most mountainous part of the State, and the second highest incidence of poverty is in a county in the Mississippi Delta! Only one county separates geographically the counties with the highest and the lowest incidences of poverty. With one exception, all districts filed projects. All districts were able to file projects for more than $2,500, but more than half of them filed projects of less than $100,000.

LEAs AND PARTICIPATION

The following two summaries show the extent of LEA participation, (A) by size of total school enrollment and (B) by type of program. Summer activities, which may be of great benefit to educationally deprived

students are not popular in the small districts with sparse populations. Most small schools are rural schools. An important but unique factor is the geographic division of the State. The northwest half is mountainous, sparsely populated and has an almost all-white population. This area has most of the smaller LEAs. The southeastern half is level delta and low plains, is the heaviest populated area, has a large black population and contains most of the large schools, both rural and urban.

A. TOTAL NUMBER OF LEAs IN STATE	385
1. Enrolling Less Than 100	15
2. Enrolling 101-200	28
3. Enrolling 201-500	129
4. Enrolling 501-1000	106
5. Enrolling 1001-2000	53
6. Enrolling 2001-5000	39
7. Enrolling 5001-10,000	11
8. Enrolling Over 10,000	4
B. TOTAL LEAs PARTICIPATING IN TITLE I	384
1. Regular Term Only	361
2. Summer Term Only	1
3. Both Regular and Summer Terms	22

SCHOOLS AND PARTICIPATION

Information shown in this section on total number of schools and participants from both public and non-public schools was collected from all districts operating schools within the State. There is a problem of concentration of program by schools in many small LEAs because only one school per grade level is typical. The concentration at the lower grade levels, though, is evident when summaries (C and D) below are compared.

Also, apparent is the contrast between the schools and participation in public and non-public schools.

GRADE SPAN	PUBLIC SCHOOLS NUMBER	PUBLIC SCHOOLS ENROLLMENT	NON-PUBLIC SCHOOLS NUMBER	NON-PUBLIC SCHOOLS ENROLLMENT	TOTAL PUPILS
C. TOTAL NUMBER OF SCHOOLS OPERATED AND ENROLLMENT					
High Schools	374	135,144	19	6,252	141,396
J. H. Schools	109	62,538	10	685	63,223
Middle Schools	52	24,778	6	2,139	26,917
Elem. Schools	646	237,367	70	11,450	248,817
TOTALS	1,181	459,827	105	20,526	480,353
D. TOTAL TITLE I SCHOOLS AND PARTICIPATION					
High Schools	259	95,543	6	167	95,710
J. H. Schools	89	48,328	1	94	48,422
Middle Schools	50	22,875	2	37	22,912
Elem. Schools	549	184,499	15	969	185,468
TOTALS	947	351,245	24	1,267	352,512

PROJECTS AND PARTICIPATION

There is a wide spread from small to large in terms of expenditure ranging from $2,609 to over $500,000 (See E below). Most school districts in the State operate projects limited to one district. There are two cooperative projects in which 13 different school districts pooled all Title I resources (See F below). One of them has seven LEAs and the other six. We have found these types of projects to be very valuable for small LEAs when there is strong leadership on the part of the project director. Poor leadership results in internal dissent and distrust and is harder to administer from the SEA level than separate projects would be. Nine of the 20 districts providing only limited services through cooperative action are in a state-wide three-year pilot project to develop a LEA Accountability Management System. The remaining 11 LEAs provided educational and diagnostic services for handicapped children through a project operating in three counties.

E. NUMBER OF PROJECTS OPERATED BY AMOUNT OF EXPENDITURE

1. Under $2,500	0*	4. $150,001-$300,000	23
2. $2,500-$50,000	243	5. $300,001-$500,000	3
3. $50,001-$150,000	91	6. Over $500,000	7**

*Smallest Amount $2,609 **Largest Amount $788,857

F. PARTICIPATION IN COOPERATIVE PROJECTS

	LIMITED SERVICES	ALL SERVICES
1. Number of Projects	2	2
2. Number of Schools Participating	20	13
3. Number of Children Served	946	1,121

INSTRUCTIONAL ACTIVITIES AND PARTICIPATION

Almost every needs assessment presented in support of a project application placed reading at the top of the priority list for treatment. Table 1 and Graph I demonstrate the contrast between reading and all other activities combined. The numbers enrolled in special mathematics classes were surprisingly low as compared to reading. State-wide studies conducted by Title III during the past several years show that the achievement deficit of mathematics is much closer to that of reading than LEA priorities in Title I indicate. Classes in general remedial education primarily emphasized reading and mathematics. Early childhood activities are, of necessity, primarily concerned with reading and other communication skills; though they are considered to be as comprehensive as possible. Language Arts is again usually reading plus writing and speaking for students at the secondary levels. Communication skills are dominant.

One reason for the lower enrollment in mathematics activities is no doubt due to the grade levels dealt with by Title I. Year by year we have observed a decline in Title I activities at the secondary level and an increase in activities at the elementary and pre-school levels. Note that almost 2/3 of the mathematics activities were conducted at the secondary level. Apparently mathematics problems do not develop so early as do communication problems. Many LEAs have said that mathematics failure is more a problem of communication inadequacy than of failure in dealing with with abstractions.

Special education activities for the handicapped is increasing. This can be expected to continue as more national and local attention is focused on the problems of handicapped children; especially those with learning disabilities. We find it extremely difficult to evaluate educational achievement for these activities. Handicapped children are specifically included in the definition for educationally deprived children. The type of evaluation specified in the law is not considered by most of those in the field of special education for the mentally retarded as appropriate. This is one of the problems of Title I evaluation that must be dealt with, but we have not been able to do so.

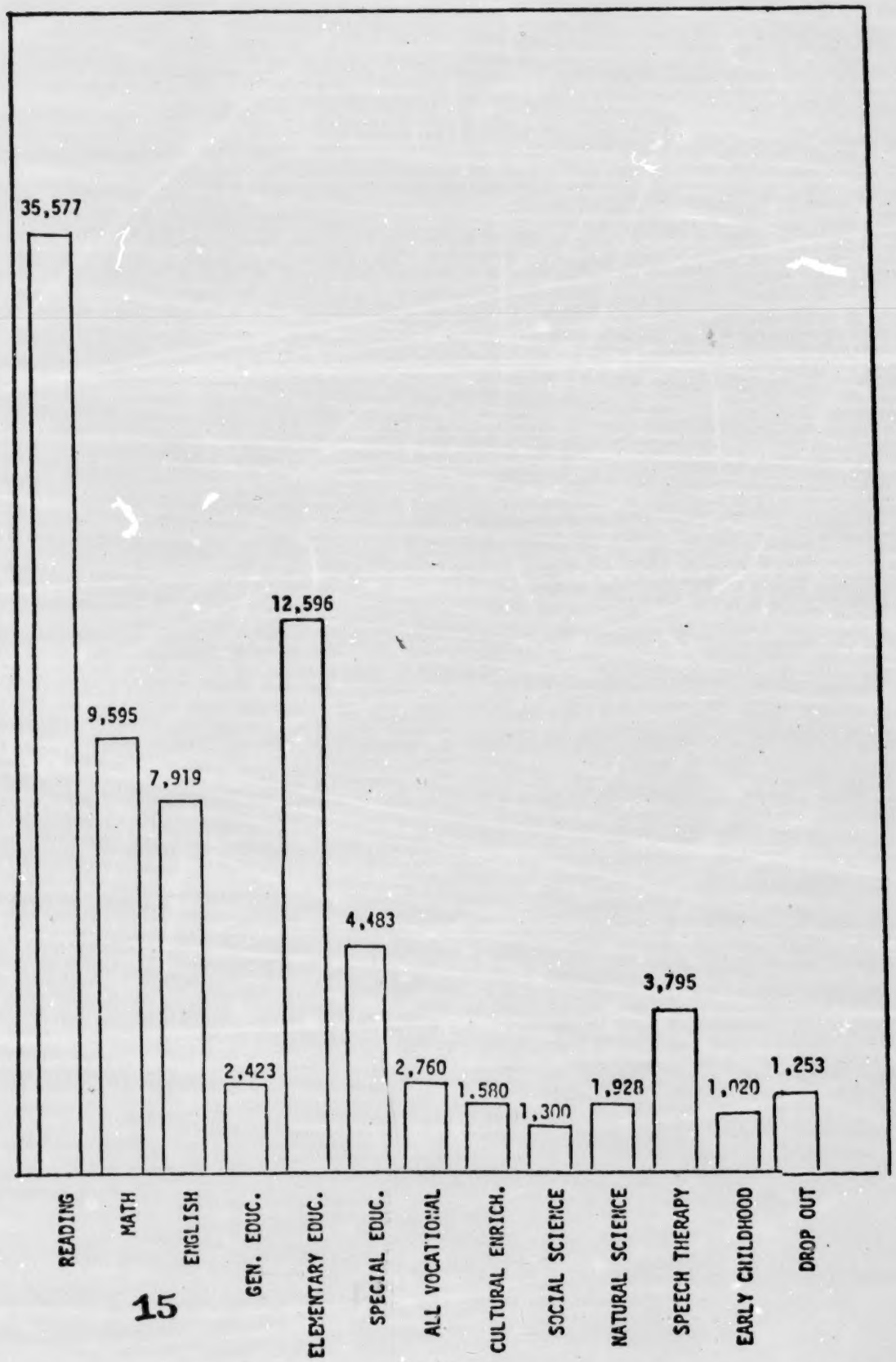
The number of vocational activities have declined to a level no longer very significant. The SEA has encouraged this because of a failure of LEAs to show any significant educational achievement gains brought about by such activities and because the relative cost is too great. Concentration of program at the elementary levels also has moved the program away from vocational or "terminal education" activities. Finally, most LEAs admit, once a comprehensive needs assessment has been completed, that such activities are not defensible within the purview of Title I. Because we have so very few such programs in operation and because we have received little evaluation information about them from the LEAs, we have not attempted to include pupil progress data for them in this report. As rapidly as school districts are able to take over programs of vocational education, we are insisting that they do so. The only new approvals in the vocational area are to be for assistance in the academic subject areas necessary to a vocational activity.

TABLE 1 - Number of Students Participating by Activity

This Table represents both public and non-public school participation. Non-public school participation is very small as shown under Summaries (C and D).

ACTIVITIES	NUMBER OF PUPILS PARTICIPATING	NUMBER OF PUPILS PARTICIPATING
	Elementary K - 6	Secondary 7 - 12
READING	26,605	8,927
MATH	3,780	5,815
ENGLISH (LANGUAGE ARTS)	916	7,003
GENERAL EDUCATION (EARLY CHILDHOOD)	2,170	253
ELEMENTARY EDUCATION (REMEDIAL)	11,686	910
SPECIAL EDUCATION	3,094	1,389
BUSINESS EDUCATION		292
VOCATIONAL EDUCATION		362
SOCIAL SCIENCE	143	1,157
NATURAL SCIENCE	123	1,805
SPEECH THERAPY	3,365	430
PRE-KINDERGARTEN	897	
PRE-SCHOOL CLINIC	123	
INDUSTRIAL ARTS	314	1,259
HOME ECONOMICS	42	491
MUSIC	700	50
ART	525	40
CULTURAL ENRICHMENT	51	214
DROPOUT PREVENTION PROGRAMS	132	1,121
TOTALS	54,666	31,518

GRAPH I: COMPARISON OF PARTICIPATION BY ACTIVITY



PUPIL SUPPORT SERVICES AND PARTICIPATION

While pupil support services have declined rapidly in recent years, it has been due more to the restricting of these services to pupils in Title I instructional activities than to an actual move away from providing such support services. We encourage the use of adequate pupil support services to meet the comprehensive needs of all children who are enrolled in Title I instructional activities. When these needs are found by the LEA needs assessment to affect pupil progress in academic achievement, they should be supplied with Title I funds, if other sources are not available. There are other causes for a decline in expenditures as well as participation in these services which we believe will cause what was once a major use of Title I in Arkansas to become a very minor part of the overall effort. The new School Lunch Program now takes care of practically all food needs for Title I. Arkansas has almost eliminated local fees for school courses. The free textbook program has now been greatly expanded and includes all grade levels and a broader base of materials. A problem with our statistics, which we are beginning to solve, is that in LEA reporting of these services, there is the tendency to report all students tested or screened for services as participants.

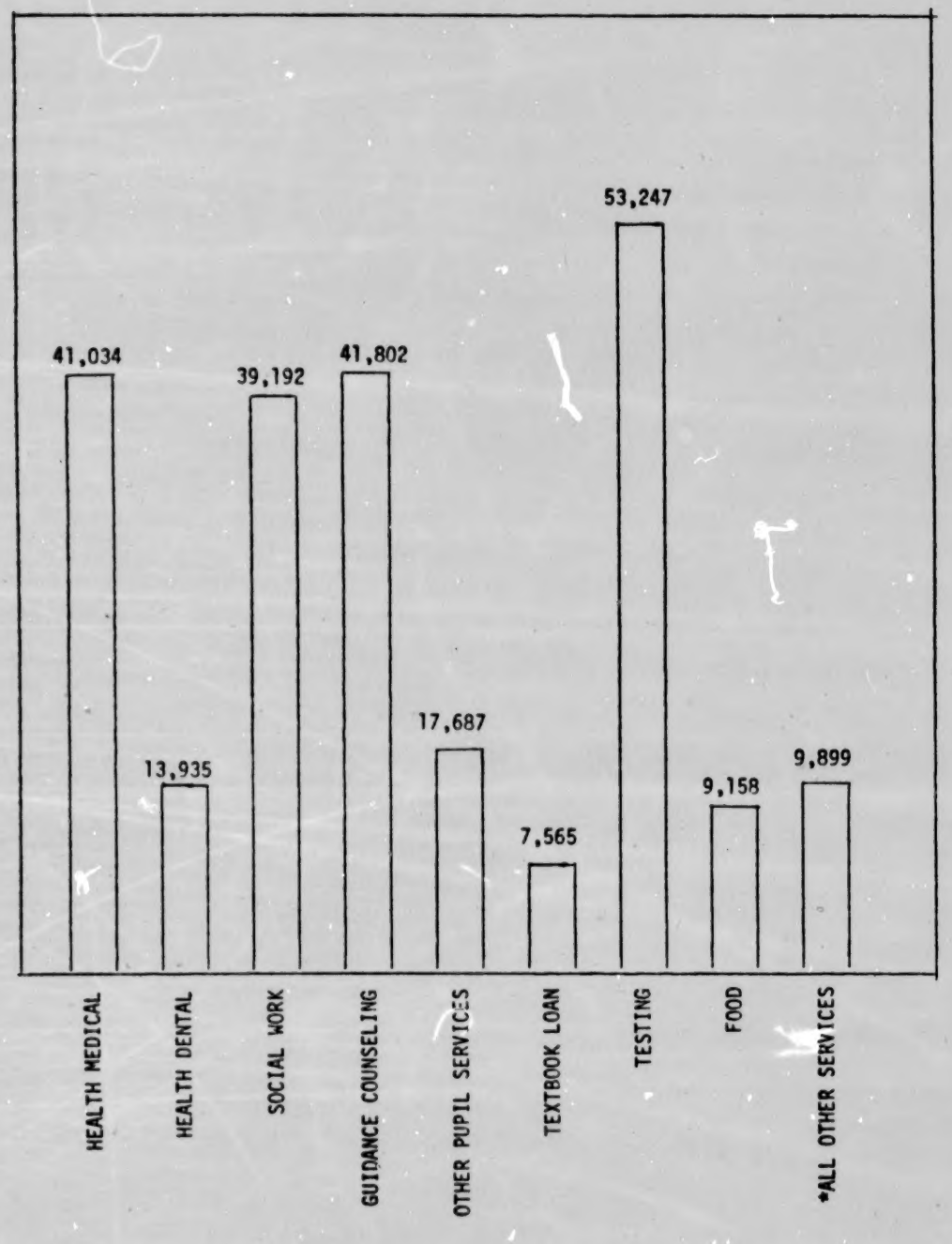
In summary, we are concerned that needed pupil support services be provided to Title I participants as a support to academic achievements, but we are also concerned that these services not be administered as general aid to all students in a grade or school. A review of the relative costs of support services (See Part III) proves that they are not nearly as significant a part of total Title I expenditures as Table 2 and Graph II would seem to show.

TABLE 2 - Pupil Support Services and Participation

This Table represents both public and non-public school participation. Non-public school participation is very small as shown under Summaries (C and D).

SERVICES	NUMBER OF PUPILS PARTICIPATING	NUMBER OF PUPILS PARTICIPATING
	Elementary K - 6	Secondary 7 - 12
HEALTH - MEDICAL	26,374	14,660
HEALTH - DENTAL	9,948	3,987
SOCIAL WORK	24,515	14,677
GUIDANCE COUNSELING	20,605	21,197
SPECIAL SERVICES FOR HANDICAPPED	110	38
OTHER PUPIL SERVICES	11,396	6,291
TEXTBOOK LOAN SERVICES	906	6,659
PUPIL TRANSPORTATION	2,842	281
TESTING	30,885	22,362
TUTORING	259	638
PSYCHOLOGICAL SERVICES	1,966	539
RESOURCE CENTER		8
LIBRARY	189	122
EVENING STUDY	30	36
FOOD	5,403	3,755
STUDENT WORK STUDY		167
ATTENDANCE	884	1,054
MEDIA CENTER	627	109
TOTALS	136,939	96,580

GRAPH II: PUPIL SUPPORTIVE SERVICES PARTICIPANTS



* All Others include, Special Services for Handicapped, Pupil Transportation, Tutoring, Psychological Services, Resource Center, Library, Evening Study, Attendance & Media Center.

GRADE LEVELS AND PARTICIPATION

This section presents data on participation of pupils in programs by grade levels and ethnic groups. The data represents a summary of participation in all Title I programs. Tables 3 and 4, respectively, show the participation by unduplicated count in programs during the regular term (including after hours activities) and in summer programs. The greater number of children who participated were enrolled in elementary grades 1-6. The participation has continued to shift downward each year. Activities at early childhood (K-3) accounted for 29% of all participants.

We note (Table 3) that slightly more than 53% of the participants in the regular term activities are white. Table 4 on the summer school participation reveals that only 32% of the participants are white. We believe this reflects a fact pointed out earlier (P. 2) that the small, all-white, sparsely populated districts in the northwest area of the State do not generally operate summer activities. Most summer schools were operated in larger districts usually urban and, therefore, would have a larger percentage of minority groups represented in these areas. We do not believe that the contrast between the ethnic participation in the regular term and summer school is due to discrimination of any kind.

One very significant thing reflected by the data in Tables 3 and 4 is that the total numbers of participants in Title I activities continues to decline. This indicates that the program resources are being concentrated more on the greatest needs. In the first years of the program there were in excess of 150,000 children listed as participants. The 93,316 for FY 1973 contrasts with almost 114,000 reported for FY 1972.

TABLE 3 - Unduplicated Count of Title I Participants by Grade - Regular and After Hours Programs

This Table represents both public and non-public school participation. Non-public school participation is very small as shown under Summaries (C and D).

Grade Level	TITLE I PARTICIPANTS		
	White	Other	Total
Pre-K	-0-	-0-	-0-
K	777	552	1,329
1	3,799	3,146	6,945
2	5,170	3,792	8,962
3	5,610	4,077	9,687
4	5,847	4,224	10,071
5	5,610	4,194	9,804
6	5,332	3,983	9,315
7	4,958	4,533	9,491
8	4,004	3,758	7,762
9	2,734	3,122	5,856
10	2,014	2,451	4,465
11	1,596	1,879	3,475
12	1,222	1,525	2,747
UNGRADED	1,419	1,475	2,894
DROPOUTS	233	280	513
TOTALS	50,325	42,991	93,316

TABLE 4 - Unduplicated Count of Title I Participants by Grade - Summer School

This Table represents both public and non-public school participation. Non-public school participation is very small as shown under Summaries (C and D).

Grade Level	TITLE I PARTICIPANTS		
	White	Other	Total
Pre-K	95	14	109
K	225	303	528
1	42	53	95
2	43	62	105
3	76	57	133
4	82	95	177
5	49	81	130
6	55	88	143
7	57	80	137
8	56	55	111
9	56	92	148
10	42	113	155
11	57	86	143
12	16	42	58
UNGRADED	25	804	829
DROPOUTS	-0-	-0-	-0-
TOTALS	976	2,025	3,001

LEA STAFF EMPLOYMENT AND TRAINING

Table 5 gives a complete breakdown for LEA staff used in the total local Title I programs in the State by classification for each of the three ways that activities are scheduled in Arkansas. Certified teachers accounted for 60% of all LEA staff members for programs during the school year (Graph III) and 81% of all staff members of summer programs (Graph IV).

When paraprofessionals and other classroom support personnel are added, 80% of LEA regular term program employees were instructional staff and 94% of the summer Title I employees were instructional staff.

The 9% of the staff employed for project support (primarily administrative) were not extended for summer schools. Any necessary summer administrative or other project support staff were accounted for in the regular term budget. Significantly more than 2/3 of all project support staff was clerical. We expect a considerable reduction of such staff under the Indirect Costs provisions beginning in the 1974 fiscal year.

The 6% and 11% of the total staff for summer and regular term programs, respectively, is a reduction from past years. This was an expected reduction in such services for the reasons discussed earlier (Pupil Support Services, P. 9).

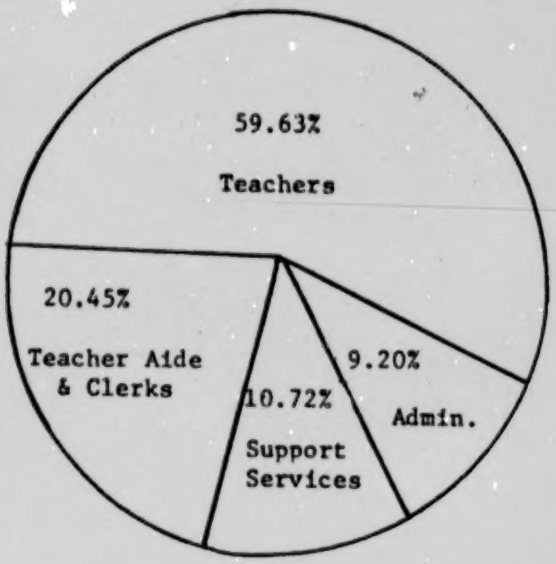
Table 6 shows little staff development. While it only includes those staff persons who received training at Title I expense, we think it accounts for most training which was received that related directly to

TABLE 5 - FTE Numb[illegible]tle I Staff

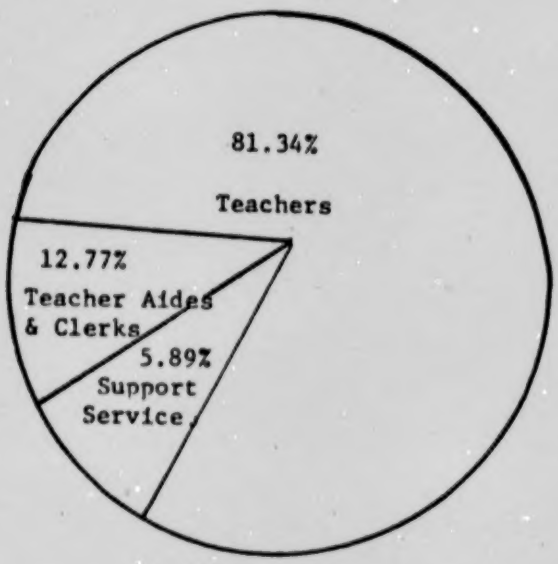
	REG. TERM	AFTER HOURS	SUMMER TERM
INSTRUCTIONAL SERVICES			
Teachers of Kindergarten	36.28		27.00
Teachers of Elementary	1,114.15	2.00	65.50
Teachers of Secondary	375.51	60.80	66.70
Teachers of Handicapped	288.85		
Teacher Aides	594.12		20.00
Clerks	27.95		1.00
Instructional Clerks	21.76		4.00
SUPPORT SERVICES			
Counselors/Testing	105.91	.60	2.33
Librarians/Aides			1.00
Social Workers	114.81		1.00
Nurses	96.33	1.50	2.00
Psychologists/Examiners	.67		
Physicians/Dentists	3.25		
All Others	11.03	3.50	5.20
PROJECT ADMINISTRATION			
Direction/Management	70.33		
Clerical	202.41		
Custodial	17.17		
TOTALS	3,080.53	68.40	195.73

GRAPH III - PERCENT OF THE TOTAL TITLE I LEA STAFF IN SELECTED CATEGORIES ALL REGULAR AND AFTER HOURS PROGRAMS

(All Administrative Staff Is Included In Regular and After Hours Programs.)



GRAPH IV - PERCENT OF THE TOTAL TITLE I LEA STAFF IN SELECTED CATEGORIES SUMMER SCHOOL ONLY

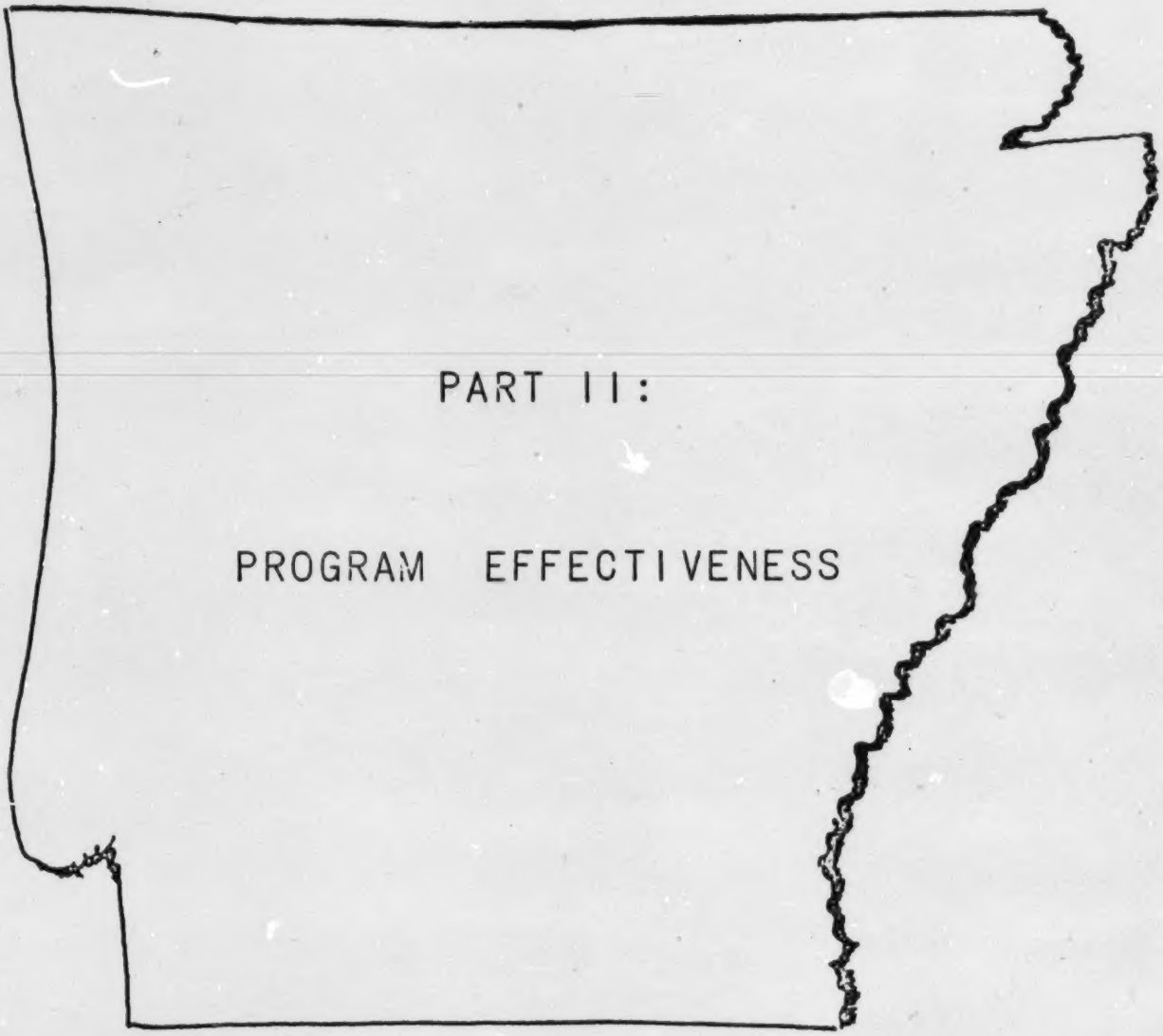


the Title I activities. In-Service training under the Teacher/Teacher Aide training program is the only staff development required by the SEA. This accounted for nearly 95% of persons receiving training. Staff development, or the lack of it, may be one of the weakest parts of the State Title I Program. We are now trying to encourage LEAs to make staff development a much higher priority in planning local Title I programs. Our required joint training programs for aides and teachers with whom they serve has become quite successful for those parts of the total program involved.

TABLE 6 - In-Service Training for Title I LEA Staff

	10 or less clock hrs.	Over 10 clock hrs.
Teacher/Teacher Aide Program	495	302
Teachers	298	154
Aides	197	148
Other In-Service Training	33	16
Instructional Personnel	0	11
Support Personnel	9	0
Administrative Personnel	24	5

As mentioned earlier (P. 4), one of our cooperative projects has been working for three years to produce an accountability management system for Title I. A set of accountability procedures for use at the classroom level has now been completed and field tested in the nine LEAs participating in the project. A project application by this cooperative group has been submitted under Section 306 of Title III, ESEA, for dissemination to LEA and Title I staffs in 100 LEAs beginning with the 1975 fiscal year. If the project is approved and the group is successful in its efforts at dissemination under the proposal, we expect to see some very significant program improvement in the near future for thousands of Arkansas children participating in Title I. The dissemination of the system requires two years. The first year trains the local project and LEA administrative staff. The second year concentrates on the second phase of the system applied at the classroom level by Title I and regular teachers.



PART II:

PROGRAM EFFECTIVENESS

PART II. PROGRAM EFFECTIVENESS

States are required by law to make an annual report to the Commissioner of the United States Office of Education evaluating Title I program effectiveness in meeting the special educational needs of participating children including the results of objective measurements.

Finding a method or methods to perform this mandated function adequately has proved to be our most difficult task in SEA Title I Management. We believe we have made some improvement, but we have still not found a way to make a State-wide evaluation report of program effectiveness which is adequately documented and sufficiently summarized and yet reports on all the 385 different LEA programs in the State.

PROBLEMS OF MEASUREMENT

It appears that evaluation of the effectiveness of activities can be most meaningful only when reported for each individual participant. Every combination of the data from that point makes the report less meaningful. A school with a uniform set of objectives and the proper testing instruments for measuring them should be able to compile data on which decisions can be made about the activities conducted for educationally deprived children in that district. Many of our districts do a very creditable job in this respect. However, the LEA reports, which are only summaries or averages of the relative successes and failures, lose so much of their relevance once removed from the environment and circumstances of the activities and participants reported upon.

When we attempt at the State level to combine all LEA reports into one report from the SEA, we find ourselves dealing with a mass of data which has little compatibility from LEA to LEA. The lack of uniformity of activities conducted, objectives established, and measuring instruments used makes any tabulations or comparisons of student progress or other effectiveness data highly suspect in terms of validity.

SELECTED TEST DATA

Test data collected for FY 1973 projects was taken from 89 school district evaluation reports from throughout the State. This is about 23% of the districts in the State. The selection of school districts represents a cross section of schools from the small to the large. Also, they were selected from all sections of the State to get a proper geographical representation of school districts in the sample.

TABLE 7 - Student Achievement in Three Title I Activities

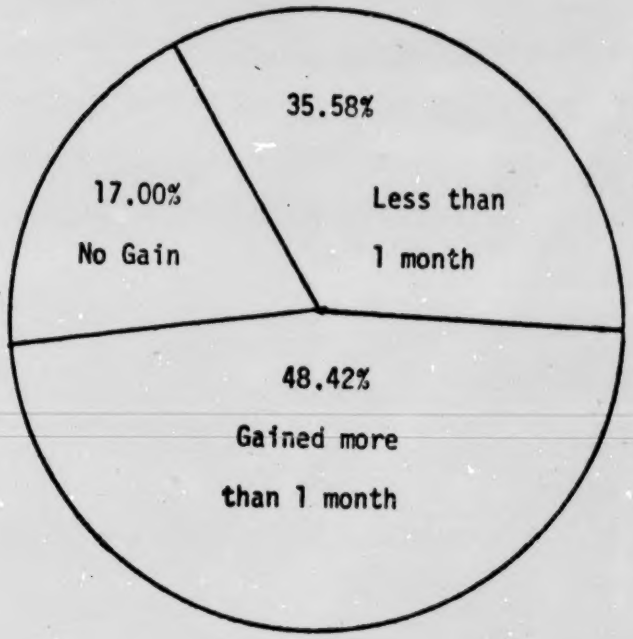
ACTIVITIES	TOTAL NUMBER OF STUDENTS BY ACTIVITIES	STUDENTS WHO MADE:		
		NO GAIN OR LOSS	GAINS OF LESS THAN A MONTH	GAINS OF MORE THAN A MONTH
READING	6285	1871	1718	2696
MATH	1489	253	515	721
ELEM. EDUC.	2706	257	1008	1341

Test data submitted by the districts was taken from five major standardized testing instruments. Sub-test scores from achievement test battery scores were used in computing reading and math gains. Total composite scores were used for elementary education-remedial activities. Circle Graphs V through VII compare the percentages of average gains made for each month of instruction. The data is broken down into three categories: (1) those students showing loss or no gain, (2) those students who gained less than a month, and (3) those students who gained more than a month.

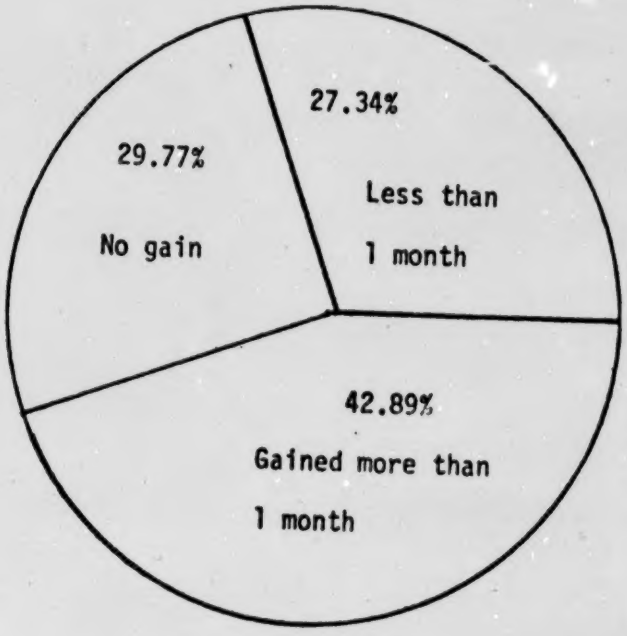
Table 7 shows the number of students in reading, math, and elementary education-remedial who: (1) showed loss or no gain, (2) showed less than a month gain, and (3) showed more than one month gain for each month of instruction.

The percentage of pupils who gained one month or more for each month of instruction is substantial when one considers that each student must have been one or more grade levels behind in order to have been eligible to participate in Title I activities. In all three categories of activities tabulated, more than 40% of all participating children did as well or better than normal as measured by standardized achievement tests. It seems to have become rather universally accepted now that the mean gain for educationally deprived children in regular programs is .7 grade levels per year. This may have been a more desirable base to have been used than our comparison to the normal or 1.00.

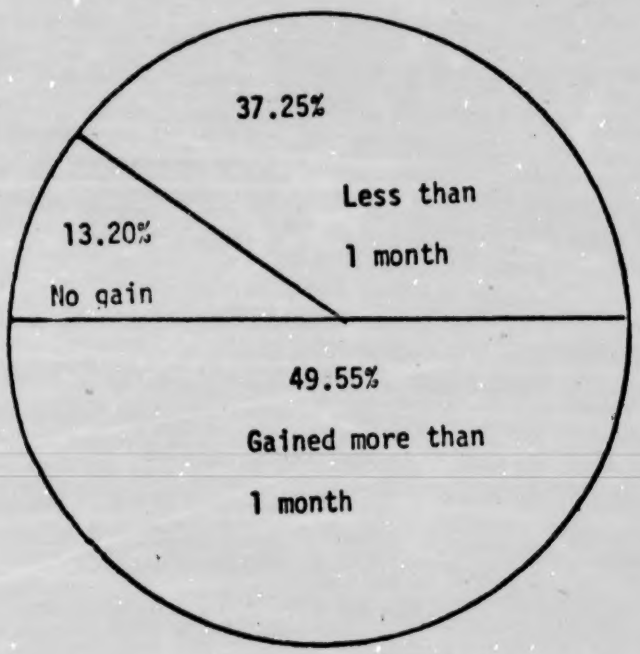
GRAPH V - ACHIEVEMENT GAINS IN MATHEMATICS



GRAPH VI - ACHIEVEMENT GAINS IN READING



GRAPH VII - ACHIEVEMENT GAINS IN ELEMENTARY EDUCATION-REMEDIAL



We are not sure what significance, if any, should be attached to the testing results for pupils in general remedial education as opposed to gains made in either mathematics or reading activities. Most of these classes were pull-outs of more than one period as opposed to the one period pull-out for reading and mathematics activities. Because of the problems of supplanting, most activities in general remedial activities have had to be discontinued. Many of them were all-day pull-outs with very small groups of children. Some of the general remedial programs continue using extra staff in the regular classroom, but this method has not been demonstrated to produce gains comparable to the small class, longer period pull-out methods.

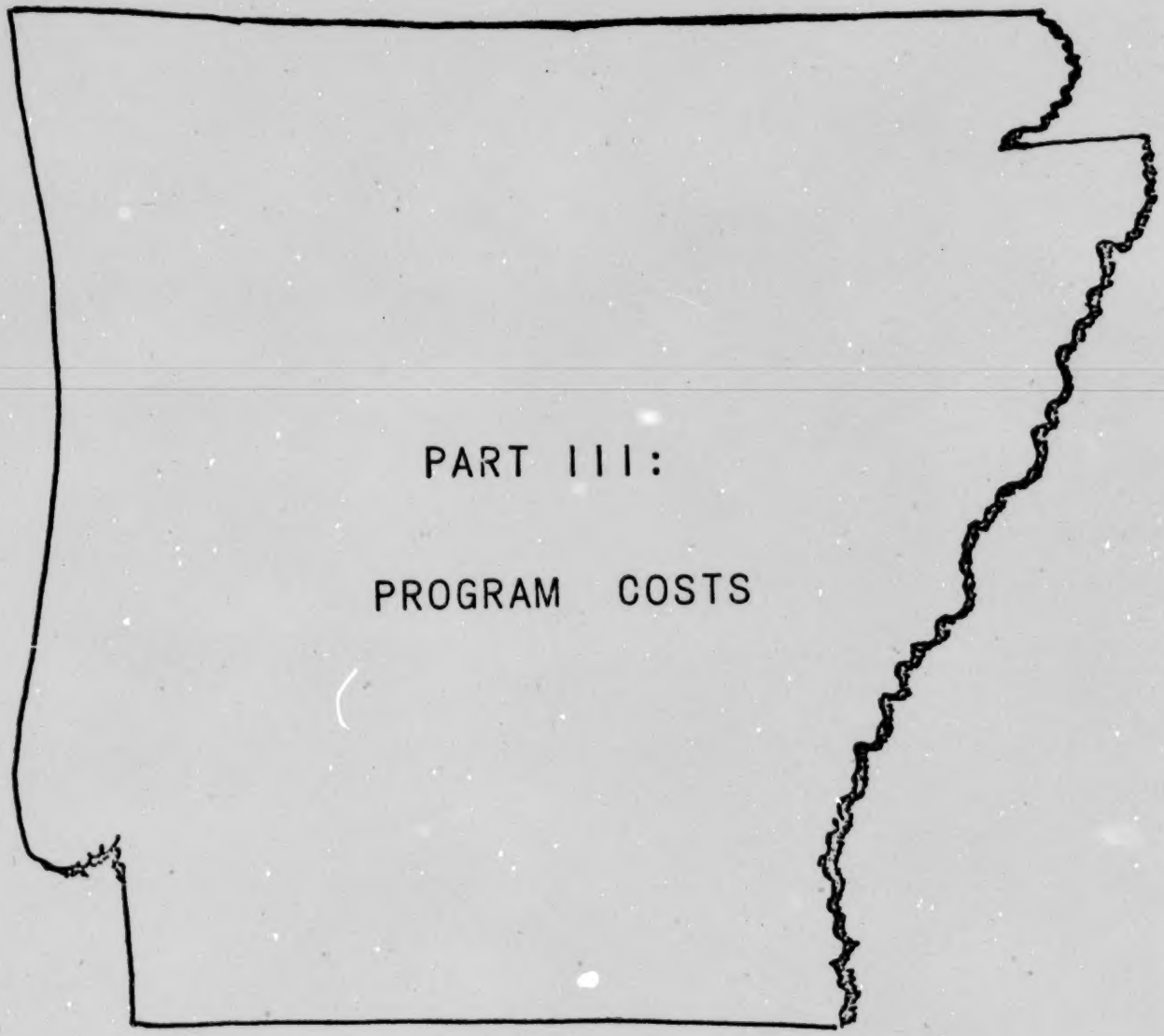
EVALUATION OF SUMMER PROGRAMS

For earlier reporting of Title I program activities during the regular school term, a separate report for summer programs is used. Table 8 shows the results compiled from 22 LEA Summer Evaluation Reports. Only 26 LEAs conducted summer programs. The reduction from past years is due to cancellation of many planned summer programs after presidential impoundment of appropriated funds.

Often the objective for pupil achievement in a summer activity does not require measurement by a standardized achievement test. Often the objective is to achieve sufficiently for promotion. Teacher-made tests and observations measure whether progress was equal to the objective. Or the objective is to complete certain academic exercises and is measured by observing the accomplishment. To report progress for summer activities a simple counting of pupils who reached or exceeded the objective and those who failed the objective is made.

TABLE 8 - Summer School Achievements

ACTIVITY	NO. WHO MET OBJECTIVES	NO. WHO FAILED OBJECTIVES
READING	428	327
ENGLISH/OTHER LANGUAGE ARTS	303	111
MATHEMATICS	134	31
NATURAL SCIENCE	201	43
SOCIAL SCIENCE	238	42
ELEMENTARY EDUCATION REMEDIAL	202	91
PRE-SCHOOL CLINIC	504	65
PRE-KINDERGARTEN/KINDERGARTEN	112	1
INDUSTRIAL ARTS	30	0
P. E./RECREATION/HEALTH	456	549
TOTAL	2,608	1,260



PART III:

PROGRAM COSTS

PART III. PROGRAM COSTS

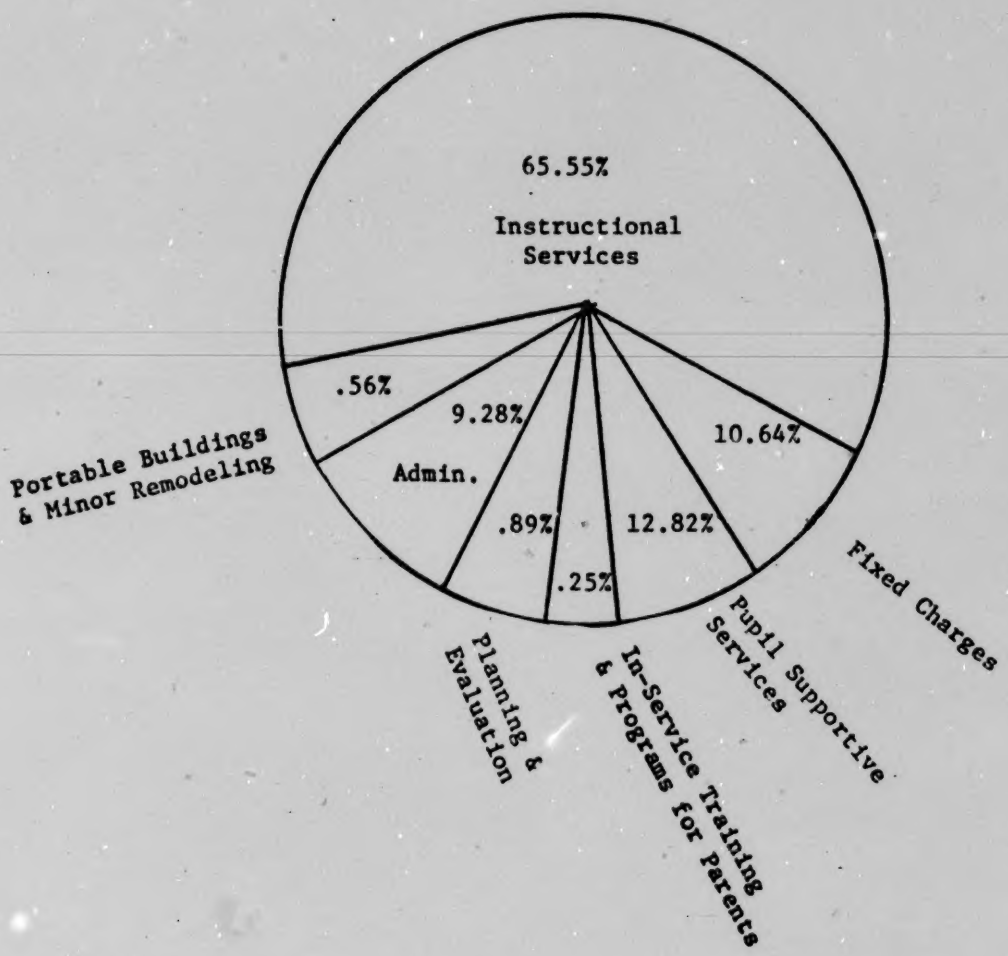
No comprehensive evaluation of a state's Title I program is possible without taking into serious consideration the priorities demonstrated by an analysis of the expenditures the LEAs make. Although factors other than the philosophy of education affect the actual use of funds, the total for the State must be taken as a reflection of priority of action by locals and the SEA.

WHERE THE TITLE I DOLLAR WENT

The total Title I entitlements of Arkansas school districts, after presidential impoundments are subtracted, amounted to about $20.9 million. The use of funds carried forward from the previous year, including grants under Part C of the Act, brought total expenditures to approximately $1.5 million more. Graph VIII shows a continuing shift toward higher percentages for instruction. Fixed charges, in-service training, programs for parents and a considerable part of planning and evaluation are costs which may justly be placed in the instruction expense category. Thus almost 4/5 of all expenditures were instructionally related. More than half of the remaining 23¢ of each Title I dollar spent was paid out for direct support services to pupils in the instructional program.

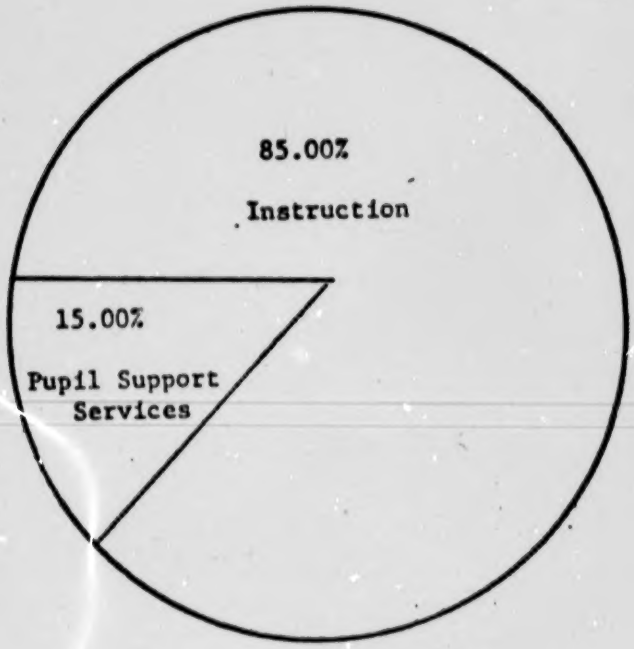
Expenditures for summer activities contain only instruction and pupil support costs (See Graph IX). This is because the Arkansas Title I

GRAPH VIII: COST BY CATEGORIES - REGULAR AND AFTER HOURS



TOTAL EXPENDITURE: $22,426,774

GRAPH IX. COST BY CATEGORIES - SUMMER SCHOOL



TOTAL EXPENDITURE: $170,031

application places all administrative and other overhead costs into the budget for the regular term activities to gain simplicity in accounting. Because of reduced funding, the summer school programs for fiscal year 1973 are not a very significant part of the total Title I expenditure. In times of more stable funding, the summer school tends to increase the total percent for instructional activities of each Title I dollar spent.

The SEA encourages LEAs to concentrate funds toward instructional activities for educationally disadvantaged children. Unfortunately, the late and uncertain flow of funds from the National level has caused and

continues to cause serious erosion to our effectiveness in this area. Title I funds do not become available for as late as one year past the time when instructional staff must be employed. This causes LEAs to pad such areas of the budget as pupil support, administration and similar costs which can more easily be taken over with local funds or discontinued in case of a cutback. Even with these difficulties, we have been able to make considerable progress. For example, the Arkansas Evaluation Report for the 1970 fiscal year shows that only $10.8 million was spent for all instructional activities from a total of $21.5 million spent in Title I that year. We have pointed out earlier that pupil support services for food and textbooks have been picked up by other fund sources. This has also helped to concentrate more funds on instruction.

COSTS OF INSTRUCTIONAL ACTIVITIES

The national concerns over the problem of teaching children to read is reflected in Arkansas Title I program expenditures. Expenditures are not as overbalanced toward reading as are the numbers of pupils participating. Table 9 provides a breakdown of all expenditures for instruction during the regular term of school. Table 10 shows similar information about summer school activities.

Elementary education-remedial, as previously noted, contains the second largest group of participants. It is concerned with reading and

TABLE 9 - Cost of Instructional Activities Per Pupil for Regular and After Hours

INSTRUCTIONAL ACTIVITY	TOTAL PARTICIPANTS	COST OF ACTIVITY	PER PUPIL COST
READING	35,577	4,653,266	130.79
MATH	9,595	885,981	92.34
ENGLISH (LANGUAGE ARTS)	7,919	782,292	98.79
GEN. ED. - EARLY CHILD.	2,423	576,008	237.73
ELEM. ED. - REMEDIAL	12,596	4,300,063	341.38
SPECIAL EDUCATION	4,483	2,142,450	477.91
BUSINESS EDUCATION	292	25,143	86.11
VOCATIONAL EDUCATION	362	78,130	215.83
SOCIAL SCIENCES	1,300	142,516	109.63
NATURAL SCIENCE	1,928	114,825	59.56
SPEECH THERAPY	3,795	291,938	76.93
PRE-KINDERGARTEN	897	327,726	365.36
PRE-SCHOOL CLINIC	123	1,591	12.93
INDUSTRIAL ARTS	1,573	243,222	154.62
HOME ECONOMICS	533	40,562	76.10
* CULTURAL ENRICHMENT	265	21,329	80.49
DROPOUT PREVENTION PROGRAM	1,253	66,995	53.47
TOTALS	86,229	14,694,037	170.41

* MUSIC, ART AND OTHER RELATED ACTIVITIES

TABLE 10 - Cost of Instructional Activities Per Pupil for Summer School

INSTRUCTIONAL ACTIVITY	TOTAL PARTICIPANTS	COST OF ACTIVITY	PER PUPIL COST
READING	755	30,541	40.45
ENGLISH (LANGUAGE ARTS)	414	19,829	47.90
MATH	165	15,137	91.74
NATURAL SCIENCE	244	12,465	51.09
SOCIAL SCIENCE	280	8,707	31.10
ELEMENTARY EDUCATION	293	28,077	95.83
PRE-SCHOOL CLINIC	569	18,022	31.67
PRE-KINDERGARTEN	113	9,010	79.73
INDUSTRIAL ARTS	30	600	20.00
PHYSICAL EDUCATION RECREATION-HEALTH	1005	2,257	2.25
TOTALS	3,868	144,645	37.40

other basic subjects such as mathematics. The cost of general remedial programs like this are comparable to the cost of reading with only a little more than a third as many participating. This is caused by the longer periods of pull-out from the regular program for Title I instruction used for this activity. Many of these activities are now being eliminated by the SEA because we have found some of them to be supplanting local effort. The supplanting charge appears to be borne out by the resulting per pupil cost as contrasted with per pupil cost of reading, mathematics, language arts and other instructional activities. The latter activities

almost always use the laboratory methods with very short pull-out periods from the regular school day.

Another disturbing fact for the SEA is the relatively high per pupil cost of vocational education activities. This is not due to supplanting in most cases. It is due to the very expensive equipment and materials needed to conduct these activities. As noted earlier in this report, these programs, except for the academic portions of them, is to be phased out of Title I programs as early as possible.

Special education for handicapped children in Table 9 is primarily instruction for classes of mentally retarded children. By definition these children must be included in Title I programs, but as we have expressed earlier, there are some serious difficulties when it comes to meeting the legal evaluation requirements for this instructional activity. The per pupil expenditure makes this activity the most expensive instructional activity offered in Arkansas schools in the Title I program. Insofar as the total program of instruction in special education is concerned, local funds are not supplanted because LEAs are required to spend an equal amount per child from state and local funds. This is done by placing half of all self-contained M.R. classes under the regular budget of the LEA. Considering the per pupil cost in excess of state and local funds for all such children, the amount as shown in Table 9 should be reduced by one half. This places it more in line with reading and other supplemental activities.

COST OF PUPIL SUPPORT SERVICES

Comprehensive pupil support services are, we believe, very important to the success of academic progress for children. This is especially true for children from very poor families which are unable to provide adequately the personal items such as health and medical care for their children. The cost should be borne by other agencies, if possible, but certainly from Title I funds, if necessary and other sources are not available.

As pointed out earlier in this report, the participation count might lead one to overestimate the significance of such services to the Title I budget. Note that all of the most significant categories in per pupil costs are those which are actually more nearly instructional activities than support services. For example, services for the handicapped (usually physical therapy), tutoring, evening study and student work-study all contain a considerable element of instructional activities. When these services are discounted, the remaining services become an insignificant per pupil cost.

One misinterpretation should not be made regarding support services tabulated in Tables 11 and 12. The per pupil cost is the mean per pupil cost for all children participating in Title I instructional activities. The cost to children varies much more for support services than for instructional activities. The cost for many participants is so small that the average cost is not a good indication for individual

TABLE 11 - Cost of Pupil Support Services Per Pupil for Regular and After Hours

SUPPORT SERVICES	TOTAL PARTICIPANTS	COST OF SERVICE	PER PUPIL COST
HEALTH MEDICAL	41,034	554,236	13.53
HEALTH DENTAL	13,935	150,691	10.81
SOCIAL WORK	39,192	598,464	15.27
GUIDANCE COUNSELING	41,802	847,221	20.27
SPECIAL SERVICES FOR HANDICAPPED	148	18,965	128.14
OTHER PUPIL SERVICES	17,687	179,178	10.13
TEXTBOOK LOAN SERVICE	7,565	88,013	11.63
PUPIL TRANSPORTATION	3,123	53,376	17.09
TESTING	53,247	111,982	2.10
TUTORING	897	95,775	110.47
PSYCHOLOGICAL SERVICES	2,505	112,599	44.95
EVENING STUDY	66	13,098	198.45
FOOD	9,158	9,535	1.04
STUDENT WORK STUDY	167	22,545	135.00
ATTENDANCE	1,938	12,911	6.66
* MEDIA CENTER	736	9,664	13.13
TOTALS	233,519	2,878,253	12.33

* INCLUDES RESOURCE CENTER AND LIBRARY

TABLE 12 - Cost of Pupil Support Services Per Pupil for Summer School

Unduplicated Count of Summer School 3,001

SUPPORT SERVICES	COST OF ACTIVITY	MEAN COST PER PUPIL
HEALTH MEDICAL	504	5.95
SOCIAL WORK	276	10.87
GUIDANCE COUNSELING	622	4.82
OTHER PUPIL SERVICES	864	3.47
PUPIL TRANSPORTATION	17,501	.17
LIBRARY	450	6.67
FOOD	4,235	.71
MEDIA CENTER	930	3.23
TOTALS	25,382	8.46

costs. Most of the costs for each of the pupil support services are concentrated on a relatively few children which have serious health and personal service needs that cannot otherwise be met.

COST EFFECTIVENESS

We have never tried in past reports to make an analysis of how much it costs to produce the results set by the program objectives. In Part II of this report we tabulated (Table 7) the numbers of children in three

types of instructional activities who reached or exceeded the norm, achievement gain of at least one month for each one month of participation. Graphs V through VII (Pages 24 and 25) illustrate that 48.42%, 42.89%, and 49.55% of pupils in mathematics, reading and general remedial elementary education, respectively, gained at least that amount. If we assume that these proportions hold for all participants, we can arrive at a cost per pupil for those who gained at least to the norm level. Table 13 shows these per pupil costs for the three categories under consideration. We admit that perhaps a gain of only the normal represents a very small gain due to Title I alone (the mean gain according to some sources would have been .7 of normal without Title I). It must also be considered that we have not counted the 27% to 37% of the

TABLE 13 - Cost of Achieving Gains

ACTIVITY	TOTAL GAINING MORE THAN 1 MO.	COST	PER PUPIL COST
READING	15,258	$4,653,266	$305
MATH	4,645	$ 885,981	$191
ELEMENTARY EDUCATION	6,241	$4,300,063	$673

participants who showed some gains. Certainly part of those gains were due to Title I activities. Again, as noted earlier, the most gain from each Title I dollar spent in Arkansas is in the short laboratory pull-outs used for reading and mathematics as compared to the longer pull-out periods in general remedial activities. Though the actual ratio of successes are somewhat higher for longer pull-out methods, the cost per success is more than twice as great.

PART IV:

STATE PROGRAM MANAGEMENT

PART IV: STATE PROGRAM MANAGEMENT

The organizational chart for Title I within the Arkansas Department of Education (Figure I), indicates the relationships which existed during FY 1973 between different elements of the State Agency which dealt directly or indirectly with the state administration of Title I programs.

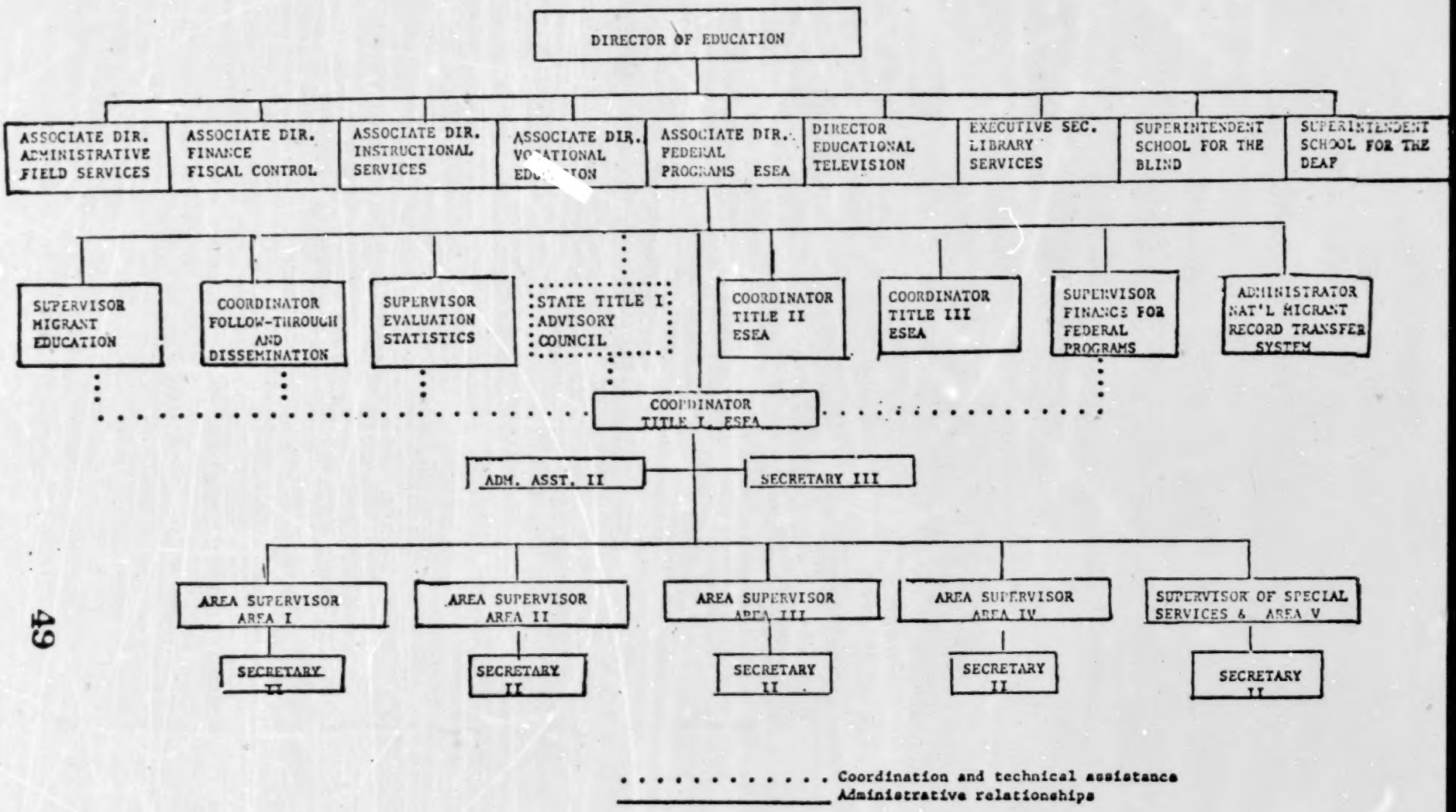
Administration policy for Title I, ESEA, is cooperatively developed under the guidance and direction of the Associate Director for the Federal Programs Division within the confines of the State-wide goals and aims for education in Arkansas.

Responsibility for general coordination of SEA program management activities rests with the Title I Coordinator and his staff. As indicated by the organizational chart (Figure I), project review diagram (Figure II), and the Calendar of Events (Figure III), however, the successful administration of the program requires coordination, cooperation, and technical services from other sections of the Federal Programs Division as well as other divisions of the Department of Education.

STATE ADVISORY COUNCIL

The State Title I Advisory Council (Figure I) occupies an important place in SEA administration of Title I. The Council members are appointed, and may be reappointed, annually by the Director of Education. There are 16 members which are chosen from school administrators, parents from LEA-PAC's, Title I coordinators and higher education representatives. Regular meetings

FIGURE I: FY 1973 ORGANIZATIONAL CHART

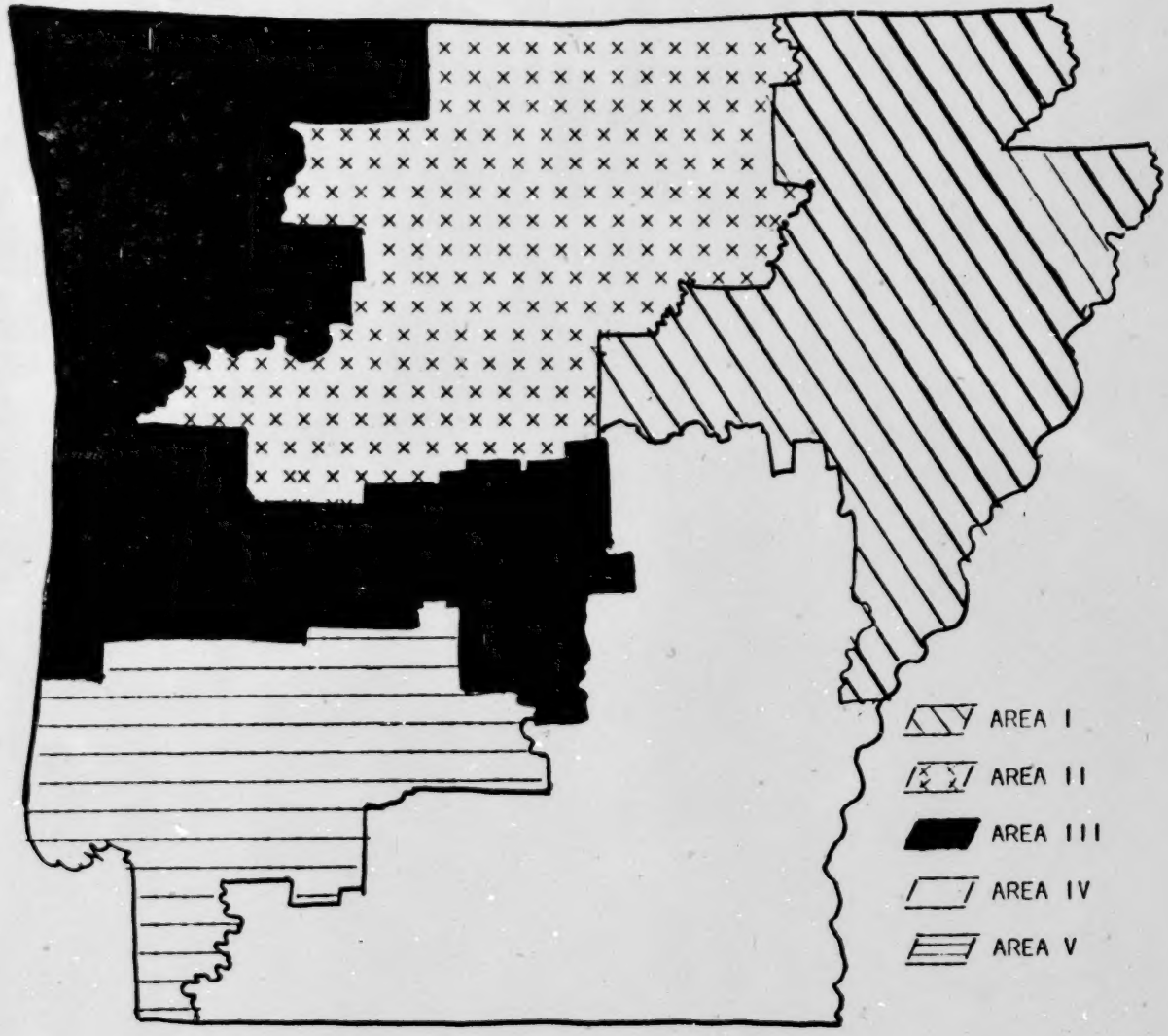


are held quarterly, but considerable committee work is in progress at all times. The Council is also subject to call by its chairman. The Council reviews all policy statements, report forms, application and evaluation forms and other management procedures before their initiation. Advice from the Council has been a major factor in several policies, forms, and procedures used in state administration of the Title I program.

THE AREA DESKS

Implementation of SEA management activities at the LEA level is the reponsibility of each area desk. Each area desk supervisor is the primary SEA contact person for all LEAs located in each respective geographical area of the State (Figure II). Project applications, monitoring visits, and other activities may involve several different persons from time to time from several different sections of this or other divisions of the Department of Education; but in all phases of the management process, we strive to keep the area supervisor in the prime leadership role insofar as the LEA is concerned. Direct intervention by the Title I Coordinator or the Division Head is held to a minimum at all times. It is the policy that the Title I Coordinator work closely with the area supervisors and keep in close communication with the Associate Director to assure that Department and Division policies are applied uniformly by each area desk. Staff meetings are held at least weekly and involve all Title I program staff (area desk staff).

FIGURE II: TERRITORIAL ASSIGNMENTS OF AREA DESKS



	COUNTIES	LEA PROJECT
AREA I	15	86
AREA II	17	86
AREA III	16	67
AREA IV	17	77
AREA V	10	45

MANAGEMENT BY OBJECTIVES

One of the most radical, but beneficial, changes in administrative procedures which became fully effective for the Title I Program for the first time in FY 1973 was the establishment of process objectives covering the annual program cycle of all Department of Education programs. In spite of late funding, cuts in expected funds and other problems which generally hamper planning activities, we were able to substantially meet each major process objective during the 1973 fiscal year. Figure III shows the seven major Title I program management objectives actually established for the year and the outcomes.

These objectives are reviewed annually for needed adjustments. They are also tied into program cost for budgeting. The Title I Coordinator must make progress reports on a quarterly basis, including explanations for any substantial changes in activities performed or in achievements attained.

APPLICATION REVIEW AND APPROVAL

It has been said before that each area desk has prime responsibility for guiding all management activities within each specific geographical area assigned to it. Project application review is such a function. Each area desk has an Area Supervisor and a full-time secretary of advanced clerical grade. Figure IV demonstrates the procedure which is used by our SEA to review, negotiate needed changes and approve Title I applications. Though others review the application from time to time as it

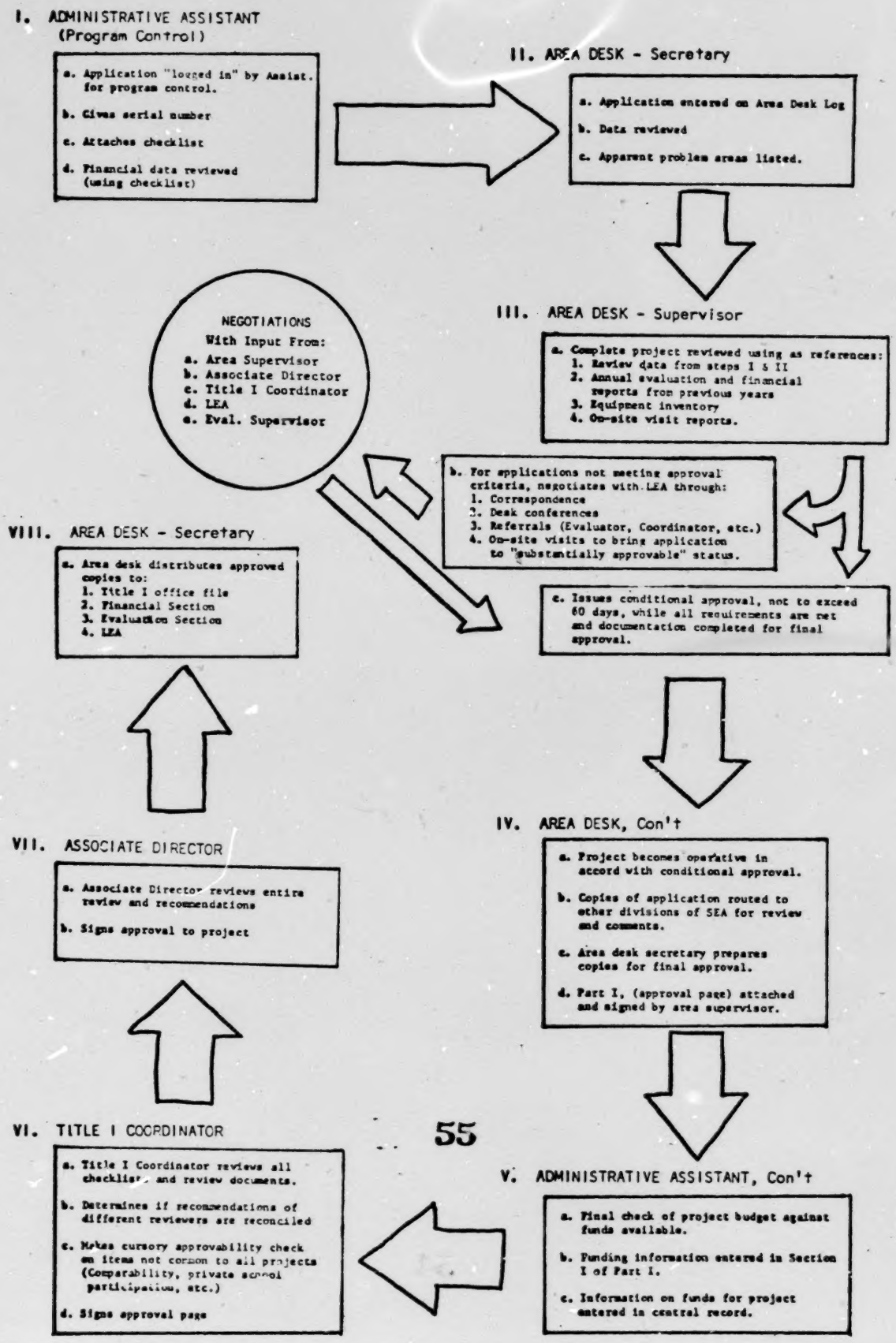
FIGURE III: CALENDAR OF EVENTS

DATE	ACTIVITY	RESPONSIBILITY
1. March, 1972	Prepare 500 packets for Title I applicants containing latest available information booklets, application forms, and instructions for filing and policy changes resulting from USOE program review held March 13-17.	Prepared by Title I program staff and Federal Programs Materials and Supplies Section. Completion date April 6, 1972.
2. April - 2nd & 3rd weeks	Hold from five to ten regional meetings for local educational Title I program staff to distribute application materials packets and disseminate through visual aids, etc., information on all phases of the program for FY '73, including a page by page explanation of the application forms.	Title I Coordinator and Title I Area Supervisors. Activities completed April 11, Clarksville; April 13, Harrison; April 14, Jonesboro; April 19, Nashville; April 20, Monticello; April 21, Little Rock.
3. Late April or Early May	Conduct jointly with the Title I Coordinators Association a two day workshop on writing Title I programs.	Title I Coordinator and Supervisors work with outside consultants and committee of Coordinators Association to present the two day program completed April 24 and 25, 1972, at State College of Arkansas.

FIGURE III: CALENDAR OF EVENTS (Continued)

DATE	ACTIVITY	RESPONSIBILITY	ACHIEVEMENTS
4. May 1 to September 1, 1973	Review and negotiate necessary adjustments, provide for technical review, and make recommendations for final or preliminary approval on all LEA Title I project applications received prior to August 1, 1973, (approximately 350 such applications). Review includes analysis or previous year reports on programs and finance.	Title I Coordinator and Title I program staff coordinating to bring in technical persons in Evaluation and Finance Sections of Federal Programs Division and the Supervisory Section of the Instruction Division.	Coordinator, Monthly Report for September, 1972, indicates 381 LEA's had filed applications prior to Sept. 25, and 307 had received final approval, 71 had received preliminary approval and 3 were in primary review. Only three districts had not filed.
5. September 1, 1972, to April 15, 1973	Make on-site program reviews of from one to three LEA's in each county (75 counties) of the state. Write monitoring report and write a letter to each LEA visited.	Title I Area Supervisors.	Project files show a total of 175 visitation reports concerning 74 of the 75 counties.
6. October 1 to April 1	Review and recommend for approval or reject in writing within 10 working days all amendments (Approximately 1 per LEA).	Title I Coordinator and Area Supervisors.	Project files show a total of 205 funding adjustments and 125 program changes.
7. September 1, 1972, to April 30, 1973.	Make on-site visits to provide technical assistance as called upon. (Estimated 20 districts)	Title I Coordinator or Area Supervisor, alone or in teams.	Records show Coordinator completed 15 such visits and supervisors alone or in groups completed 25.

FIGURE IV: PROJECT REVIEW DIAGRAM


I. ADMINISTRATIVE ASSISTANT (Program Control)
a. Application "logged in" by Assist. for program control.
b. Gives serial number
c. Attaches checklist
d. Financial data reviewed (using checklist)
II. AREA DESK - Secretary
a. Application entered on Area Desk Log
b. Data reviewed
c. Apparent problem areas listed.
III. AREA DESK - Supervisor
a. Complete project reviewed using as references:
1. Review data from steps I & II
2. Annual evaluation and financial reports from previous years
3. Equipment inventory
4. On-site visit reports.
NEGOTIATIONS
With Input From:
a. Area Supervisor
b. Associate Director
c. Title I Coordinator
d. LEA
e. Eval. Supervisor
b. For applications not meeting approval criteria, negotiates with LEA through:
1. Correspondence
2. Desk conferences
3. Referrals (Evaluator, Coordinator, etc.)
4. On-site visits to bring application to "substantially approvable" status.
c. Issues conditional approval, not to exceed 60 days, while all requirements are met and documentation completed for final approval.
IV. AREA DESK, Con't
a. Project becomes operative in accord with conditional approval.
b. Copies of application routed to other divisions of SEA for review and comments.
c. Area desk secretary prepares copies for final approval.
d. Part I, (approval page) attached and signed by area supervisor.
V. ADMINISTRATIVE ASSISTANT, Con't
a. Final check of project budget against funds available.
b. Funding information entered in Section I of Part I.
c. Information on funds for project entered in central record.
VI. TITLE I COORDINATOR
a. Title I Coordinator reviews all checklists and review documents.
b. Determines if recommendations of different reviewers are reconciled
c. Makes cursory approvability check on items not common to all projects (Comparability, private school participation, etc.)
d. Signs approval page
VII. ASSOCIATE DIRECTOR
a. Associate Director reviews entire review and recommendations
b. Signs approval to project
VIII. AREA DESK - Secretary
a. Area desk distributes approved copies to:
1. Title I office file
2. Financial Section
3. Evaluation Section
4. LEA

progresses, at least one copy remains with the area desk at all times. The area desk is at all times responsible for keeping a log of each application's progress throughout the review and approval process. This method provides for review, comments, and recommendations from every section or division of the SEA which has any administrative or technical assistance responsibility for any component part of the application. The Title I Coordinator is responsible for reconciling all checklists and review comments to determine that there are no unreconciled differences of opinion or fact expressed before recommending final approval.

SEA TITLE I STAFF EMPLOYMENT AND UTILIZATION

With only one exception, all full-time SEA staff were in the Title I program section of the Division of Federal Programs of the SEA. We have attempted to show in Figure V, the distribution of Title I administrative funds toward salaries and expenses of employees in the Federal Programs Division and catalog the work performed by each of them in the total SEA Title I management responsibilities. All persons working in the Title I program office were actually employed full-time, but because some worked less than a full year in FY 1973, the FTE is less than 1.00.

There has been a trend toward consolidating relatively more of the staff and resources to the program section in recent years. We have come to believe that evaluation, finance and other functions of management cannot be separated from program management. A poor program which gets approved creates problems in all functions of state responsibility.

FIGURE V

TITLE I STAFF ACTIVITIES IN 1973

The distribution of time and activities were estimated from project files, correspondence files, telephone logs, reports volumne, and staff surveys.

FEDERAL PROGRAMS SECTIONS AND STAFF	FTE OF STAFF PROF.	FTE OF STAFF SUP.	ON-SITE VISITS NO.	ON-SITE VISITS PURPOSE	OFFICE CALLS NO.	OFFICE CALLS PURPOSE	LETTER EXCHANGES NO.	LETTER EXCHANGES PURPOSE	TELEPHONE CALLS NO.	TELEPHONE CALLS PURPOSE	STAFF HOURS TO TITLE I NO.	STAFF HOURS TO TITLE I PURPOSE
TITLE I PROGRAM OFFICE												
Morris - Cobb - Downing Ratson - Hammond Bell - Thomas - Walker Channell - Simmons - Walker Hindman - Mathis Kerr - Benning Gilliam	1.42 1.00 1.00 1.00 1.00 1.00	1.00 1.00 .87 .75 1.00 1.00 .25	340	D 5 % E 10 % F 10 % M 45 % P 30 %	900	D 2 % E 8 % F 14 % M 2 % P 74 %	1,350	D 3 % E 10 % F 25 % M 2 % P 60 %	5,000	D 0 % E 1 % F 20 % M 4 % P 75 %	NOT APPLICABLE TO FULL-TIME TITLE I STAFF	
Totals	6.42	5.87	340	100%	900	100%	1.350	100%	5.000	100%		
DISSEMINATION OFFICE												
Murphy - Parker Smith - English Ellis	.16 .07 .27	.19 .06	75	D 65 % E 0 % F 0 % M 0 % P 35 %	65	D 65 % E 0 % F 0 % M 0 % P 35 %	150	D 50 % E 25 % F 0 % M 0 % P 25 %	225	D 50 % E 25 % F 0 % M 0 % P 25 %	370	120 Monitoring LEA Reports 250 Preparing reports to LEA's
Totals	.50	.25	75	100 %	65	100%	150	100%	225	100%	370	
EVALUATION OFFICE												
Lever - Latimore - Wilson Deeter	.37	.57 1.00	9	D % E 100 % F % M % P %	225	D % E 100 % F % M % P %	100	D % E 100 % F % M % P %	820	D % E 100 % F % M % P %	1,477	727 Monitoring reports from LEA's 891 Preparing reports to LEA's
Totals	.37	1.57	9	100 %	225	100%	100	100%	820	100%	1,477	
FINANCE												
Glover - Carter Childs Shivey Whitman Winston	.28 .30 .42	.54 .34 .50	10	D % E % F 100 % M % P %	210	D % E % F 100 % M % P %	700	D % E % F 100 % M % P %	2,200	D % E % F 100 % M % P %	498	200 Monitoring LEA's Repost 16 Preparing Reports to LEA's 282 Fiscal Management for LEA's
Totals	1.00	1.38	10	100%	210	100%	700	100%	2,200	100%	498	
ASSOCIATE DIRECTOR OFFICE												
Williams - McKnelly	.46	.47		D % E 33 %		D % E %		D % E %		D % E %		1400 Monitory LEA Reports
Totals	.46	.47	20 20	F 33 % M % P 34 % 100%	55 55	F 75 % M % P 25 % 100%	275 275	F 75 % M % P 25 % 100%	200 200	F 80 % M % P 20 % 100%	1,920 1,920	520 Preparing Reports to LEA's
GRAND TOTALS	8.75	9.54	454		1,455		2,575		8,445		4,265	

D - DISSEMINATION E - EVALUATION F - FINANCE M - MONITORING P - PLANNING

When the best effort is made in review, approval and monitoring of program activities, the burden is lighter for all. A second cause for continuing to consolidate more staff resources into the program office is the continual erosion in the Title I administrative funds due to loss of dollars under the distribution formula and to inflation. This is forcing us to give up some specialized functions, because we can no longer afford them as separate sections. During the FY 1974, for example, all evaluation responsibility including this report has been placed in the program office.